

## POLICE WAR INSTRUCTIONS

(England and Wales)

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## CODEWORDS – MEANINGS – INDEX

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## POLICE WAR INSTRUCTIONS

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## INTRODUCTION

1. *Purpose* — The purpose of the Police War Instructions is to indicate the action to be taken by the police to meet the threat of war or war itself and to inform senior officers of certain secret plans which have been made for a war crisis. The Instructions are not intended to be a comprehensive guide to Home Defence measures; this is provided, so far as non-secret matters are concerned, by the Police Manual of Home Defence; and the Instructions are to be read in conjunction with that Manual and the planning guidance issued in the ES series of Home Office circulars. All Chief Constables and their senior officers are expected to familiarize themselves with these documents and to keep in mind their general purport. It is suggested that consolidated Force War Books should carry relevant references to, or extracts from, all of these documents.
2. *Safe Custody* — All copies of these instructions are classified SECRET and numbered. They should be safeguarded in accordance with the 'notes for police forces on the protection of classified information' issued by the Home Office on 11 March 1969, as amended in February 1972. Chief Constables should arrange for a periodic check of all copies assigned to them to ensure that they are in safe custody and readily available. The Home Office may call for annual certificates to this effect from Chief Constables.
3. Although in totality the contents of these Instructions are secret, some of the matters with which they deal are common knowledge. The extent to which secrecy is observed must be left to the judgement of individual Chief Constables but the matter is one in which great discretion should be used. There should be no unauthorised consultation on the secret elements of war plans with persons outside the police or Government service. The start of preparations for a war crisis would be authorised by the appropriate code word and no premature demonstrative action should be taken which would lead members of the public to suppose that active preparations for war were being made.

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4. *Arrangement of Instructions* – The Instructions are divided into Sections each dealing with a particular part of the special measures in which the police would be involved. Reference in these Instructions to other Sections is indicated by the letters PWI followed by the number of the Section, for example PWI 5 means Section 5 of the Instructions. If a second number follows, for example PWI 5.3 it indicates the paragraph of the Section.

5. *Code Words* – The eight codewords of the 1965 edition of these Instructions have been replaced by eleven new codewords. The security classification of the codewords themselves is RESTRICTED, but their meanings are SECRET. Section 8 of these Instructions summarises the action to be taken under each of the codewords.

## POLICE WAR INSTRUCTIONS

(England and Wales)

### SECTION I

#### GENERAL

##### THE WARNING PERIOD

1.1 The Home Defence planning assumptions on which transition – to – war measures should be based are fully described in Home Office circular No. ES 3/73. Current NATO assessments against which the United Kingdom, as a member of the alliance, conducts its planning indicate that there would be timely, possibly prolonged, warning of changes in the political scene that might make war in Europe more likely. The length of this warning period can be considered in terms of weeks rather than days. The chapter of events and the time scale leading up to a significant worsening of international relationships must be largely a matter of conjecture and Government planning retains a flexibility to provide a wide range of options to meet any given circumstance.

1.2 Police planning should likewise incorporate a measure of flexibility but certain broad action can and must be planned in advance. The aim should be to carry out the many additional tasks which would fall to the police in a war crisis and to complete the comprehensive measures necessary to put the police service itself on a war footing within a total period of at most 3 weeks.

1.3 The measures required to put the country as a whole on a war footing are many and varied. It will be recognised that some measures could be carried out without becoming public knowledge (covert measures) others could not (overt measures). The assumption of a prolonged warning period might suggest a progression viewed in two broad interconnecting stages. The first a covert preparatory stage during which plans are reviewed and brought up to date, personnel are earmarked, and key officers are briefed. The second an overt activation stage involving the whole force. The codewords LACUNE and LAMPADIST are representative of these stages but it would be wrong to hold rigidly to a view of orderly progression. There is a possibility of an additional covert early review stage, confined

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to senior officers. Whether or not such a stage is promulgated would depend upon the development of the crisis and upon the Government's reaction thereto. The codeword MADWORT would signify this stage.

1.4 It is unlikely that measures taken to improve national preparedness against attack would be made public initially; the Government's underlying objective would be to deter aggression and avert war. In pursuit of these objectives national and international circumstances at anytime might call for covert followed by selected overt measures or a mixture of the two simultaneously. There could be many variations and combinations and the nature, sequence, grouping and timing of authorised measures would be a matter for decision at the time.

**TRANSMISSION OF GOVERNMENT DECISIONS**

1.5 The initial notification to forces to review their war plans and to take certain preparatory action could be expected to be of a covert nature. The codeword LACUNE followed by or linked with other appropriate codewords would be passed to all Chief Constables by the Home Office over the Police National Computer Unit 'Broadcast' system. There is, however, a possibility, dependent upon the development of the crisis and the Government's reaction thereto, of an additional and earlier covert review stage. Knowledge of this should be confined selectively to officers of the rank of Superintendent and above. It would be signified by the codeword MADWORT. Should for any reason it prove impossible to send messages via the PNC, or should any forces be unable to receive them, the Home Office would pass the messages by telex or telephone either to the Regional Police Commander (designate) or to individual Chief Constables as appropriate. In these circumstances some Regional Police Commanders (designate) or Chief Constables may be required to transmit the codewords in their turn to other forces in their Home Defence Regions, in accordance with instructions given by the Home Office at the time, by any expedient means having due regard for security. Any queries regarding the content or interpretation of messages received over the PNC broadcast system should be made to the Home Office by telephone or telex and not to the PNCU.

1.6 In all cases the codeword will be prefixed by the indicator word POLWIN – standing for Police War Instructions. Chief Constables should ensure that a message containing this indicator word would immediately be brought to the attention of a senior officer who understood its significance. The fact that the indicator word relates to war instructions should not however be made widely known.

#### **EMERGENCY POWERS**

1.7 At some point, possibly towards the closing stages in a war crisis, the Government would probably ask Parliament to approve an Emergency Powers Act. Defence Regulations would be made by Order in Council and drafts for this purpose have been prepared. The Home Office would be responsible for ensuring that Chief Constables received the text of the Act and regulations made under it.

1.8 No powers should be exercised under a defence regulation until the police have been notified by the codeword NUGI that the regulations are constitutionally in force. It is not expected that widespread use of these powers would be made by departments and services before the commencement of hostilities but specific codeword action by the police is indicated in succeeding paragraphs.

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## POLICE WAR INSTRUCTIONS

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### SECTION 2

#### ORGANISATION OF POLICE FORCES FOR WAR

##### REGIONAL GOVERNMENT IN WAR

2.1 The structure of Regional Government, the powers of Commissioners, the role of Regional Police Commanders and regional police liaison officers are described in Chapters 2 and 5 of the Police Manual of Home Defence. More detailed guidance is contained in Home Office Circulars Nos. ES 2/72 and 7/73. The codeword PRAKRIT will signify the decision to activate the Regional Government arrangements. Regional Police Commanders could expect their formal wartime appointments to be made at the same time. If LAMPADIST had not already been declared (see PWI 2.2 below) then it would probably be declared simultaneously with PRAKRIT. LAMPADIST would specifically authorise the placing of the police on a war footing. Codeword MALLECHO would authorise the despatch of police liaison officers to sub regional headquarters and to local authority wartime headquarters. Additionally it may be necessary for police liaison officers to be specifically detailed for duty at the headquarters of other essential services. On receipt of MALLECHO Regional Police Commanders and their staffs should proceed to their wartime locations.

##### POLICE SUPPORT UNITS

2.2 The organisation of these mobile contingency units is described in Chapter 6 of the Police Manual of Home Defence. The overt measure to muster and deploy police support units would be conveyed by the codeword LAMPADIST but, as implied in Home Office Circular No. ES 2/72, Chief Constables may at their discretion form up some of these units as a covert measure at a relatively early stage in a period of tension. Equally, there may be occasion in some areas to put into operation the 'DRAFTSMAN' mutual aid arrangements notified in Home Office Circular 69/73.

#### ARMING OF POLICE FOR CERTAIN DUTIES

2.3 Members of police forces assigned to certain special duties may have to carry firearms, for example see PWI 5.11. Firearms will be carried only by men trained in their use.

#### RADIAC INSTRUMENTS

2.4 Arrangements have been made in consultation with Regional Police Commanders (designate) for the collection of radiac instruments from Home Office stores and their distribution to police forces in the regions. The collection of instruments will be authorised as one of a number of covert preparatory measures by the codeword LACUNE or UPCOTT. Receipt of either of these codewords should be taken to mean that radiac instruments should be collected both for the use of the police and for use at warning points (see PWI 6.4). In either case collection should await instructions from the Home Office store.

#### MOVEMENT CONTROL

2.5 Although the public will be advised to stay put in a period of rising international tension, the police must be prepared to deal with some abnormal traffic situations. It will be of particular importance to ensure that traffic essential to national preparedness has priority of access to and movement on the designated Essential Services Routes. Provision for the identification of essential traffic would be the responsibility of the organizers.

#### OTHER PREPARATORY MEASURES

2.6 Such measures are outlined in Chapter 7 of the Police Manual of Home Defence and include additional protection for police buildings against radioactivity, laying in stocks of food and fuel, reviewing and invoking any dormant hire contracts.

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### SECTION 3

#### STRENGTHENING OF POLICE FORCES

3.1 As indicated in Section 8 the number of tasks falling to the police in a transition to war situation will greatly increase. It is expected that the manpower necessary to perform these additional tasks will be obtained primarily from force complements, by overtime, compulsory rest day working, the withholding of and recall from leave and by diversion from routine operational and administrative tasks.

3.2 Chief Constables will have power under emergency regulations to retain officers who would otherwise leave the service. This would apply both to those who wish to resign and to those who reach the retirement age.

3.3 Police cadets under the age of 18 should, subject to parental approval, remain with their forces. Cadets of 18 years of age and over should be enrolled as constables.

#### RECALL OF FORMER POLICE OFFICERS

3.4 Appeals would be made to former officers to offer their services to their local force and Chief Constables would have discretion to reappoint them in their previous rank.

3.5 Chief Constables will have their normal discretion to reject any such volunteers who are unfit for service on either medical or other grounds and additionally they should be prepared to reject former officers who although otherwise suitable are engaged in vital civilian employment.

#### SPECIAL CONSTABLES AND TRAFFIC WARDENS

3.6 The maximum use should be made of the Special Constabulary, performing where possible extended periods of duty. Police strength may also

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be augmented by the recruitment of additional Special Constables. Traffic wardens should be employed on the most effective duties within their current terms of service eg on traffic control.

**REGULAR OFFICERS WITH RESERVE OBLIGATIONS**

3.7 Service with the police will normally override any regular reserve or TAVR obligation.

**AUGMENTATION OF RANKS**

3.8 Some augmentation of ranks will be required as a result of the strengthening of forces and for the purpose of special war duties. The additional ranks above constable should normally be filled by temporary promotions, and in so far as they are so filled the new complements will not require Home Office approval.

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**SECTION 4****OTHER SERVICES AND THE POLICE**

4.1. It will be recognised that concurrently with police measures to increase preparedness for a possible war, parallel preparations would be going on across the whole range of Government Departments and essential services. Local authorities too, would be carrying out the kind of measures indicated in Home Office Circular No. ES 3/73.

4.2. The police should co-operate with the naval, military and air force authorities in mobilisation and movement of personnel and stores. The partial or full mobilisation of the Armed Services must by their nature be public knowledge.

4.3. Although the police have statutory responsibilities for billeting and impressment, as defined in the Army and Air Force Acts 1955, it is not envisaged that there would be any significant billeting requirement. The Acts provide that an officer of or above the rank of Major or Squadron Leader may issue a requisition to a chief officer to provide billets. Chief officers may delegate their powers at their discretion to their subordinates. Officers of the armed services may if they think it necessary make requests to chief officers of police for constables to accompany servicemen, who would be in possession of written authority, in the requisitioning of vehicles to meet service needs. Any such requests should be complied with so far as is practicable in the prevailing circumstances.

**CONTROL OF AIRCRAFT**

4.4. The primary responsibility for the control of aircraft in an emergency would rest with the appropriate Government Departments. The police will not be required to initiate any action themselves but they should be ready to assist in any way they can if requested to do so by the responsible authorities.

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**ADMINISTRATION OF JUSTICE**

4.5 Instructions and advice to the police in connection with changes in the administration of justice during the crisis may be issued by the Home Office. Any instructions on the administration of justice after a nuclear attack would issue from the Regional Commissioner's office.

**REQUISITIONING OF PETROL STATIONS**

4.6 As a means of dispersing and thereby safeguarding motor fuel for use by essential services after an attack plans have been made for replenishing to the full a number of strategically selected filling stations, which will then be requisitioned and their supplies sealed off by the police. Copies of directions for requisitioning procedures together with specimens of the associated forms and notices to be served on owners and managers have been issued to Chief Constables. It is envisaged that power to requisition filling stations would be conferred on the Secretary of State, and officers of the rank of Superintendent and above would be authorised on his behalf to sign the requisitioning orders. On receipt of the code word PAINTURE, Chief Constables will instruct officers in charge of divisions to sign and serve requisitioning orders. A labelled bag containing keys, fuses and handles together with a copy of the instructions for operating the filling station should be held at the associated police station until called for by the appointed operator.

## POLICE WAR INSTRUCTIONS

(England and Wales)

## SECTION 5

## MERCHANT SHIPPING

## I. DETENTION AND SEIZURE OF ENEMY MERCHANT SHIPS

## GENERAL

5.1 In a period of emergency the Government may order that ships of a prospective enemy lying in British ports are to be detained. These steps may be taken under special powers of embargo if Defence Regulations have not already been made, but are more likely to be taken under the full authority of the Defence Regulations. On the outbreak of war the right to detain or seize enemy ships in British ports becomes indisputable.

5.2 The primary responsibility for detaining or seizing enemy (or detaining prospective enemy) merchant ships rests with the officers of HM Customs, who will work in consultation with the Ministry of Defence and other government departments. At some ports naval or military assistance may be available, but at many ports the support of the police will be required.

## PRE-ARRANGED SCHEMES

5.3 Collectors of Customs are supplied in peacetime with a set of War Instructions, in accordance with which they are directed to work out pre-concerted schemes with the authorities (naval, military or police) on whom they are to rely in the event of war. A separate scheme has been prepared for each of the Customs ports and sub-ports listed in Appendix A to this section. These schemes make whatever provision is necessary for the creeks and outstations worked from the listed ports and sub-ports.

5.4 Although at all ports the naval and military authorities have been consulted by the Collectors of Customs in the preparation of their schemes, it is unlikely

that they will all be able to provide supporting forces at short notice. The police have therefore been brought into consultation in the preparation of all schemes which might need their assistance so that they may be prepared to act, at least in the interval until naval or military forces arrive.

#### ACTION TO BE TAKEN

5.5 If the Government issue an order such as is referred to in paragraph 1 above, Principal Officers of Customs (ie Collectors and other officers in charge of ports and sub-ports) will be instructed to detain, *in advance of hostilities*, merchant ships belonging to the foreign power or powers in question which happen then to be in British ports or which enter them subsequently. On receipt of this instruction Principal Officers of Customs will get into touch with the authorities with whom they are to act in concert, including the police. They will prepare lists of any vessels belonging to the power or powers with which relations are strained which are lying in ports within their jurisdiction, or which subsequently enter those ports, and will send copies to the Chief Constables concerned. In such cases the Chief Constables should make arrangements to ensure that they can supply a supporting force as soon as a decision to detain is made and a definite request for police assistance is received.

5.6 Customs officers may also receive orders to take action in relation to ships' wireless apparatus prior to the outbreak of hostilities and police assistance may be requested (see paragraph 17 below).

5.7 On the outbreak of war customs officers will get in touch with the police if police co-operation is required, whether under a pre-arranged scheme or as an emergency measure.

5.8 In so far as action has not been taken in advance of hostilities (see paragraph 5 above) the measures to be taken by customs officers will include the seizure or detention of ships belonging to the enemy and ships carrying cargo for the enemy which happen to be in British ports at the outbreak of war, or which enter them subsequently. For this purpose, in accordance with the planned arrangements, the customs officers will require the protection and assistance of the police, except where naval or military aid is available.

5.9 Where the supporting force is supplied by the police, it will be for the Chief Constable, and not the customs officer, to summon assistance from another police force, or to call in military aid, if the situation gets beyond the powers of his own force. The customs officer will, however, always be responsible for summoning aid from the naval authorities to deal with escaping ships.

#### **SCOPE OF POLICE ASSISTANCE**

5.10 Where police assistance is required it may be expected to include the provision of escorts for customs officers boarding vessels and keeping guard on board enemy vessels until the crew have been removed ashore. The police will be expected generally to take all possible measures in co-operation with the customs officers to prevent the escape of vessels which are under detention, especially where naval or military forces are not available – in which event the police should be in sufficient strength to ensure removal of the crews – and to prevent sabotage or looting of enemy vessels whose crews have been removed ashore.

5.11 Police officers carrying out these duties should be armed. Any man issued with arms for such a purpose should have had training in the use of the weapons.

#### **CREWS OF ENEMY SHIPS**

5.12 The crews of potential enemy ships detained before the outbreak of hostilities will be removed ashore to prevent them from scuttling or sabotaging their vessels. This will be the responsibility of the police at those ports where the Customs War Scheme provides for police assistance (unless the police come to an alternative arrangement with the military authorities). At all ports the police will be responsible for the temporary custody, pending transfer elsewhere, of any officer or crew member whom they take ashore or who may be handed over to them. If any crew members so taken into custody include persons subject to immigration control, the nearest immigration office should be notified immediately.

5.13 The crews of enemy ships seized on the outbreak of hostilities will be similarly removed ashore. Alien crew members will be regarded as prisoners of war and any such crew members coming into the custody of the police as a result of these operations should be handed over as soon as possible to the Army

authorities together with alien crew members detained before the outbreak of hostilities, who will also be regarded as prisoners of war. It will not be necessary for alien crew members to be seen by an immigration officer but the nearest immigration officer should be consulted immediately about the disposal of any Commonwealth citizens coming into the custody of the police as a result of the seizure of enemy ships. Such Commonwealth citizens should not be handed over to the Army authorities.

5.14 United Kingdom crew members of ships detained before or seized after the outbreak of hostilities should be allowed to go free unless specific instructions are received under the emergency powers referred to in PWI 1.8 and 5.1.

## II. OTHER MEASURES RELATING TO SHIPPING

### EVACUATION OF SHIPPING

5.15 Plans have been made for the possible evacuation of shipping, small craft and some equipment from the major ports listed below. It will be for the Government to decide at the time which, if any, of such ports could be evacuated. The ports concerned in England and Wales are:

Bristol/Avonmouth/Portishead  
Cardiff/Penarth  
Hull  
Liverpool, including Birkenhead, Bromborough and Garston  
London, including Tilbury, the Thameshaven complex and Isle of Grain  
Manchester and the Ship Canal  
Plymouth  
Portsmouth  
Southampton, including Fawley and River Hamble  
Swansea  
Tyne  
Tees (except Hartlepools)  
(In Scotland the ports are Glasgow/Greenock and Leith/Grangemouth/  
Granton)

5.16 Dispersal from ports of shipping equipment used in ships and in ports, and skilled personnel will be carried out under the direction of a Port Evacuation Officer, appointed by the Department of Transport. The Port Evacuation Officer will normally be a senior official of the Port Authority concerned, and will have authority delegated to him direct from the Secretary of State under Defence Regulations. He will be acting in liaison with naval and other authorities. He may request the assistance of the police either with such duties as the routing and expeditious movement of road vehicles from the port or, at some ports, particularly London, with extra launches required to convey pilots, and other river police assistance.

#### **WIRELESS IN SHIPS**

5.17 The use of wireless transmitters on board British and foreign ships will be controlled by the Ministry of Defence. The local officer of HM Customs and Excise and/or the Radio Surveyor acting for the Department of Transport will be responsible for ensuring that restrictions, imposed under Defence Regulations, are complied with. The police should be prepared to assist these officers in the exercise of their duties if they are called upon to do so.

#### **OTHER REGULATIONS**

5.18 Police assistance may be requested in enforcing Defence Regulations and the orders of officials appointed under such Regulations in respect of ships and the operation of ports, provision being made in the relevant Regulations for a person acting on behalf of Her Majesty to take such steps and use such force as may be necessary to ensure compliance.

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## APPENDIX A TO SECTION 5

(see paragraph 5.3)

CUSTOMS COLLECTORS IN ENGLAND AND WALES, AND THE  
PORTS AND SUB-PORTS FOR WHICH THEY ARE RESPONSIBLE

Collector	Ports and sub-ports for which responsible	Collector	Ports and sub-ports for which responsible
Brighton	Newhaven Shoreham Littlehampton	Harwich	Ipswich Harwich (including Felixstowe)
Bristol	Bridgwater (including Watchet) Bristol (including Portishead) Avonmouth Gloucester (including Lydney) Sharpness		Colchester (including Brightlingsea) Malden (King's Lynn († Wisbech Great Yarmouth Lowestoft Whitby
Chester	Holyhead Caernarvon Mostyn	Hull	(Scarborough († Bridlington Hull (including Saltend and Blacktoft)
Dover	Dover Whitstable Folkestone Ramsgate Rye Medway (includes Chatham, Rochester, Isle of Grain, Sheerness, Ridham Dock and Faversham)		Goole (including Selby) Scunthorpe (River Trent wharves including Gainsborough) Grimsby Immingham (including Killingholme) Boston (including Fosdyke)

+ Although separate schemes have been prepared for these places they will be worked from the port with which they are bracketed.

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Collector	Ports and sub-ports for which responsible	Collector	Ports and sub-ports for which responsible
Liverpool	Liverpool	Plymouth (contd)	St Mary's – Isles of Scilly
London	London		Padstow
Manchester	Ellesmere Port		Appledore (including Bideford, Barnstaple and Ilfracombe)
	Runcorn	Preston	Preston
	Manchester		Fleetwood
Newcastle	Berwick-on-Tweed		(Heysham
	(Blyth		(† Glasson Dock
	(† Amble		(† Lancaster
	Tyne (includes Newcastle, North and South Shields)		(Barrow-in-Furness
	(Sunderland		(† Millom
	(† Seaham Harbour		(Workington
	Hartlepool		(† Whitehaven
	Middlesborough – South Bank		(† Silloth
	Middlesborough – North Bank	Southampton	(Portsmouth
Plymouth	Exmouth		(† Itchenor
	Exeter		Cowes
	Teignmouth		Southampton
	Torquay		Poole
	Brixham		(Weymouth
	Dartmouth		(† Bridport
	Salcombe	South Wales and the Borders	Newport
	Plymouth		Cardiff
	Fowey		(Swansea
	Par (including Charlestown)		(† Port Talbot
	Falmouth (including Truro)		(† Briton Ferry
	Penzance (including St Ives and Hayle)		Milford Haven
			Fishguard
			Barry

† Although separate schemes have been prepared for these places they will be worked from the port with which they are bracketed.

## POLICE WAR INSTRUCTIONS

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### SECTION 6

#### THE WARNING AND MONITORING SYSTEM

6.1 A description of the United Kingdom Warning and Monitoring Organisation and of the arrangements which have been made for warning the public of the threat of air attack and of the approach of radio-active fall-out is contained in chapter 4 of the Police Manual of Home Defence. Described below are the responsibilities and duties of the police for ensuring (1) that warning messages are disseminated to warning points and other recipients, (2) that warning points are brought to operational readiness.

#### DISTRIBUTION OF WARNING MESSAGES

6.2 Attack warning (red) messages would be distributed from the United Kingdom Regional Air Operations Centre by a line broadcast system (code name HANDEL) direct to carrier control points for issue to warning points. Fall-out warnings (black) would be distributed to carrier control points from appropriate United Kingdom Warning and Monitoring Organisation Group Controls. Attack warning messages (red) would also be broadcast to the whole country by the BBC over both radio and TV (including IB) systems; in an emergency the BBC would replace their normal peacetime programmes with a national programme broadcast on frequencies which would be announced at the time. Carrier control points and warning point operators with access to BBC broadcasts would thus have a further means of obtaining the attack warning and an additional safeguard in the event of any local failure in normal warning communications. Chief Constables would be responsible for ensuring the efficient operation of carrier schemes to distribute warning messages in an emergency.

#### WARNING POINTS

6.3 In an emergency Chief Constables should ensure that warning points in their areas are brought to readiness.

Outside the more densely populated areas warning points have been equipped with hand sirens to extend the attack warning cover provided by power-operated sirens. Maroons have been produced for sounding fall-out warnings (black). Should an emergency occur before the delivery of maroons has been completed, it will be necessary for improvised warning devices to be used. Gongs and whistles or any other device on which three bangs or blasts in quick succession can be sounded would be suitable. Owing to the limited range of such devices it is probable that operators would have to move along streets and roads to ensure that the warning signal is widely heard.

#### **RADIAC INSTRUMENTS AND MAROONS**

6.4 Survey meters will be provided for appropriate warning points to enable operators to give fall-out warnings (black) on their own instrument readings if communications failed. Stocks of instruments and maroons reserved for this purpose are at Home Office Supply and Transport stores and at Central Ammunition Depots respectively, and would be released to the police at the onset of an emergency. Authority for the collection of radiac instruments and maroons (but not their delivery to warning points) will be signified by the codeword UPCOTT as one of the selected unobtrusive preparatory measures. If codeword LACUNE or UPCOTT is received it should be taken to mean that the collection of radiac instruments is authorised both for the use of the police themselves and for use at warning points (see PWI 2.4) but collection should not actually be made, whichever of the codewords is used, until the Home Office store signifies that this should be done.

#### **ACTIVATION OF THE WARNING SYSTEM**

6.5 Covert Action — On receipt of the codeword UPCOTT, Chief Constables should take the following preparatory steps to bring the warning system to a state of readiness:

- i. Ensure that normal manning arrangements at Divisional or Sub-Divisional Stations equipped as carrier control points would satisfy warning requirements.

- ii. Ensure that siren controls are ready for use at siren points that would be manned: insert fuses in any siren where these are not already in position, remove wedges (if fitted) from local autowailers and where applicable reconnect circuits of siren heaters.
- iii. Check arrangements for switching fire service sirens scheduled for inclusion in the attack warning system.
- vi. Review arrangements for ensuring that warning points are manned, battery condition of carrier receivers is checked, and carrier receivers switched on.
- v. Review arrangements for distributing radiac survey meters to appropriate warning points.
- vi. Review arrangements for distributing maroons to warning points and consider as necessary the supply of improvised warning devices such as gongs or whistles.
- vii. Collect radiac instruments and maroons (PWI 6.4).

**NB.** It is emphasised that all these preparatory measures should be selectively carried out without attracting public attention.

6.6 Overt Action – When it is decided that all steps be taken to bring the public warning system to a state of readiness, Chief Constables will be informed by means of codeword URBANISE. On receipt of the codeword they should take the following action:

- i. Check manning of carrier control points.
- ii. Check that siren controls are ready for use at siren points that would be manned, if not already done under 6.5 above: insert fuses, remove wedges and reconnect siren heaters where applicable.
- iii. Arrange for fire service sirens scheduled for inclusion in the attack warning system to be switched.
- iv. Arrange for warning points to be manned and carrier receivers switched on.

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- v. Arrange for testing of carrier control point equipment in accordance with the action set out in 'Carrier Control Card 2 – War Emergency Pre-Attack Action'.
- vi. Distribute radiac survey meters to appropriate warning points.
- vii. Distribute maroons to warning points: or where maroons are not available, instruct operators to use a suitable improvised device on which three bangs or blasts in quick succession can be sounded.

6.7 Control of Noise Order – A Control of Noise Order may be made under Defence Regulations prohibiting the unauthorised use of sirens or other instruments used to convey warning of attack or of the approach of fallout. The Home Office would send the text of any such orders to Chief Constables with advice appropriate to its enforcement.

## POLICE WAR INSTRUCTIONS

(England and Wales)

## SECTION 7

## INTERNAL SECURITY

## GENERAL

7.1 *Co-operation with the Security Service* – There is in normal times close co-operation between the police and the Security Service in matters affecting the security of the State. On a threat of war this collaboration becomes of increased importance and every Chief Constable should be prepared to comply immediately with any request made by the Security Service concerning matters of civil security, espionage and sabotage, and should communicate to the Security Service any information likely to be useful to them.

7.2 *Subversive activities* – A threat of war might be treated by subversive organisations as an occasion for provoking civil disturbance and sabotage, perhaps under the guise of anti-war propaganda. Civil disturbances will call for action by the police similar to that which would be taken in ordinary times. The risk of sabotage should be largely met by measures taken to protect key points (PWI 7.25 to 7.27), and by keeping a close watch on any persons of doubtful loyalty employed or living in or near key points. On the codeword LACUNE every officer of the force should be warned in confidence of the risk of sabotage and instructed to be specially vigilant to detect any attempt at sabotage by subversive agencies. After the Defence Regulations have been made such measures will be supplemented by those described in PWI 7.4 – 7.17 below.

7.3 *Reports of important occurrences* – If the police become aware of any acts, or preparation for acts, of hostility before a state of war exists the facts should at once be reported to the Home Office and to the Security Service.

## ACTION AGAINST HOSTILE AGENTS AND POTENTIALLY SUBVERSIVE PERSONS AND ORGANISATIONS

7.4 In a war crisis it would be necessary to take special steps to restrain the activity of persons or organisations likely to engage in espionage, subversion or sabotage. The main step would be the detention of named individuals (PWI 7.5 – 7.13).

Other steps might include:

- a. the restriction by Order of the movement of named individuals and the prohibition or restriction of their possession of specified articles or animals and of their employment in places of importance to the war effort (PWI 7.14 – 7.16).
- b. the suspension of the activities of specified organisations regarded as subversive (PWI 7.17).

Powers for these purposes would be taken under the Defence Regulations. The exercise of the powers would depend on the decision of Ministers taken at the time.

7.5 Detention of suspected persons – The authority for the detention of persons, British, Commonwealth, Irish and alien, whom it will be necessary to detain will be an Order made by the Secretary of State under the Defence Regulations. The Order may be an individual detention Order or it may be an omnibus Order to which the names of a number of individuals to be detained will be appended as a schedule.

7.6 Information about potential detainees is maintained centrally. When an Order or Orders have been made each Chief Constable will be given particulars (name, sex, address and occupation) of each person who is believed to be resident in his district and will be notified of the establishment to which each should be taken after detention. Chief Constables will also receive five copies of a standard report form in respect of each person to be detained. A specimen form is shown in Appendix A to this Section. The copies are to be completed and disposed of as set out in paragraph 7.9 below after action has been taken.

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7.7 If a Chief Constable is given particulars of a person who is not in his police district (eg a person who has permanently or temporarily left the district) the documents relating to that person, together with the five copies of the standard form, should at once be sent to the Chief Constable in whose district the person is believed to be (including a district in Scotland). If the address of the person is not known the documents should be returned immediately to the Home Office.

7.8 On receipt of the notification referred to in paragraph 7.6 Chief Constables should arrange for the arrest of the person or persons named at the time indicated in the message, or forthwith if no time has been indicated.

7.9 The standard form (see paragraph 7.6 above) is to be completed immediately after the individual concerned has been arrested. The five copies of the form should be dealt with as follows:

- i. one copy to be sent to the Home Office forthwith;
- ii. one copy to be sent to the Security Service forthwith (except in IRA cases, when this copy is to be sent to the Commissioner of Police of the Metropolis (Special Branch));
- iii. one copy to be taken with the detained person to the place of detention and handed to the reception officer; and
- iv. one copy to be retained by the police for record purposes.

The fifth copy is spare, for use locally as required.

7.10 *Procedure following arrest.* Persons arrested in conformity with the foregoing instructions should be conveyed to HM Prison, particulars of which will have been given to Chief Constables. If none has been indicated the persons arrested should be conveyed to the nearest prison. Pending transfer, they may be accommodated in police cells but transfer should be effected without delay.

7.11 Each person detained should be informed *at the time of his arrest* that the Secretary of State pursuant to the Defence Regulations has made an Order for his detention. He should be told that a copy of the Order will be handed to him by the Governor at the place of detention.

7.12 Each person arrested should be searched. He should be allowed to take with him clothing, toilet necessities, etc, but not more than he can carry. His premises also should be searched and any article (eg sketch, plan, model, note or document or any thing of a like nature) which may be evidence of hostile activities or inclinations should be seized. The police officer making the arrest should carry a warrant authorising him to search the premises (the authority would be the Defence Regulations). If by reason of urgency or other good cause it is impracticable to apply for a warrant an officer not below the rank of Superintendent may, by written order, convey like powers. Any property seized should be listed and details should either be entered on the standard form or be set out in a separate list. As stated in paragraph 7.9 one copy of the form should be taken with the detained person to the place of detention and this should be handed, as an identifying document, to the reception officer, who will give the conveying officer an appropriate body receipt.

7.13 At no time while in police custody should the detained person be allowed communication with any other person not in the police service. The object of this prohibition is to prevent news of his arrest becoming known prematurely to others whom it is intended similarly to arrest.

7.14 *Restrictions on suspected persons* – The Secretary of State will be given power under the Defence Regulations to make Orders, on security grounds, placing on named persons restrictions of the following kinds:

- i. restricting movement as specified in the Order;
- ii. requiring notification of movements in manner prescribed;
- iii. prohibiting or restricting possession or use of specified articles or animals;
- iv. making it an offence to be in any specified place or area.

7.15 This power is intended for use in dealing with persons who are thought to be disloyal and upon whom it is considered that such restraints should be placed. Orders of the kind described at paragraph 7.14(iv) would prevent the employment in important undertakings of persons whose sympathies might lead them to commit acts of sabotage. Except as regards persons actively engaged in IRA activities, it would be the duty of the Security Service, using the information

which Chief Constables supply to them from time to time, to make any recommendations to the Secretary of State for Orders of the above description. Recommendations regarding persons actively engaged in IRA activities would be made by the Commissioner of Police of the Metropolis. In a war crisis, Chief Constables should communicate to the Security Service or the Commissioner of Police (as the case may be) any recommendations they may wish to make regarding the desirability of action under one or more of the above headings against any individual, whether the subject of previous reports or not. Such recommendations should give any information not already furnished and indicate the precise restrictions thought desirable.

7.16 As soon as a Restriction Order has been made against any person it will be sent by the Home Office to the Chief Constable of the area in which the subject of the Order is believed to be resident, with directions for service and subsequent report on action taken by the police.

7.17 *Action against subversive organisations* – The Defence Regulations would, it is envisaged, contain a provision empowering the Secretary of State, if satisfied that an organisation\* is being or may be used for purposes prejudicial to the authorised purposes to make an Order directing that the Regulations should be applied to that organisation. The effect of applying the Regulation to an organisation will be that it will be an offence to summon, attend or advertise any meeting of the organisation, to invite any person to support it, or to contribute to its funds. Chief Constables will be notified if and when any such Order is made and will be given advice on its enforcement.

#### DUTIES IN SUPPORT OF IMMIGRATION OFFICERS

7.18 Apart from the making of orders for the detention of certain suspected persons (see paragraph 7.5 above) and any other measures taken under Defence Regulations which apply to the population as a whole, it is not expected that any additional powers will be taken to control aliens and Commonwealth citizens in

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\* ie public safety; the defence of the realm; the maintenance of public order; the meeting of special circumstances arising or likely to arise out of any war in which Her Majesty may be engaged or out of the threat of such a war; the efficient prosecution of any such war; and the maintenance of supplies and services essential to the life of the community.

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an emergency. It is probable however that the rights of appeal embodied in the Immigration Act 1971 will be suspended.

7.19 The procedures set out in the relevant Home Office Circulars and other instructions will continue to apply so far as is consistent with the general situation.

Forms in respect of aliens required to register with the police will not be despatched by the Home Office to police forces and, while the completion of local registration cards in respect of any aliens who present themselves for registration may continue, no action should be taken to return to the Home Office any relevant forms in the possession of police forces or to complete or despatch any forms until further instructions are received. Similarly, the procedure referred to in Home Office Circular 127/64 will be suspended, and impounded police registration certificates of registered aliens leaving the country will be retained at the ports until further instructions are given. Police forces should also suspend until they have received further instructions all action on enquiries requested by the Home Office in connection with applications by aliens or Commonwealth citizens to enter the country, for extensions of stay or in cases where there is no trace of a person's embarkation.

7.20 Any visitor from overseas who enquires at a police station whether he ought to stay in this country or to return home should be advised not to attempt to travel unless he is certain that he will be able to complete the journey. If he says that he will not have sufficient means to support himself and is over sixteen years of age, he should be advised to approach the nearest office of the Department of Health and Social Security. If he is under sixteen years of age, the local authority Social Services Department should be approached for advice.

7.21 If the police are informed of or become aware of the arrival of any aliens at ports or airfields where there is no immigration officer or customs officer who can act as an immigration officer they should detain such passengers, with the exception of members of the armed forces of friendly powers and NATO staffs coming here to take up wartime appointments, who should be allowed to proceed, and get in touch with the nearest immigration officer for instructions. Lists of alien crew members and Commonwealth crew members signed on abroad should be obtained from the master of the ship or captain of the aircraft for transmission to the immigration officer and alien and Commonwealth crew members should

be informed that they may take temporary shore leave so long as they remain in the immediate vicinity of the port or airport.

7.22 If the police are unable to establish contact with the immigration officer at local level, they should try to get in touch with an officer of Customs and Excise. If he is unable to help or there is no customs officer stationed locally, the matter should be referred upwards.

7.23 *Prisoners of War* – Immigration officers have instructions that, on the first arrival in this country of prisoners of war not already in the care of the military authorities (eg enemy seamen and airmen picked up at sea by merchant ships or fishing boats), they should hand them over to the police, who will then pass them on to the Army in accordance with the instructions given at Chapter 9, paragraph 36, of the Police Manual of Home Defence.

#### **PUBLIC PROCESSIONS**

7.24 The Defence Regulations would, it is envisaged, contain a provision empowering the Secretary of State, or any person authorised by him, to prohibit by directions processions, meetings, etc if likely to cause serious disorder or to promote disaffection. If any Chief Constable considers that prior to the outbreak of hostilities there is need for such powers to be applied in his area he should submit a recommendation to the Home Office. Any Order under Section 3(2) or 3(3) of the Public Order Act 1936 which is in force when the Defence Regulations are made will automatically be suspended and replaced, if necessary, by directions issued under the relevant Defence Regulations.

#### **KEY POINTS**

7.25 Lists have been compiled of installations, both military and civil, which have a vital role in the fulfilment of national and NATO defence strategy and also in the maintenance and continuity of government of the country. The primary responsibility for the guarding of military key points rests with the Ministry of Defence. The parent government department has the ultimate responsibility for the protection of its civil installations. This responsibility is discharged through the operators of the installations which in most cases are industries in the public

sector. Chief Constables would exercise a general oversight of security arrangements in association, where appropriate, with departmental auxiliary police or security staffs. Chief Constables are aware of the designated civil key points within their areas. Currently the relevant Home Office Circulars are No. ES 2/73, No. 6/74 and No. 7/74.

7.26 Codeword KNITTLE will indicate that authority has been given for the protection of Type II Key Points; Codeword KNIVE similarly for the protection of Type III Key Points.

7.27 It will be recognised that instructions to protect key points are not subject to Defence Regulations and may be given at an early stage independent of any covert or overt measures to put the police themselves on a war footing.

#### **EXPLOSIVES, FIREARMS AND AMMUNITION**

7.28 *Explosives* – No general review of the list of certificates or licences granted for storing explosives or keeping them for private use is envisaged but any fresh applications should be very carefully considered.

7.29 *Firearms and ammunition* – No general review of firearm certificates is envisaged as a precautionary transition-to-war measure but applications for fresh firearm certificates or for the renewal or variation of existing certificates should be considered in relation to wartime conditions.

7.30 *Defence Regulations* – It is not proposed to take additional powers under the Defence Regulations to control explosives, firearms or ammunition.

## APPENDIX A TO SECTION 7

*Standard Report Form*

(See paragraph 7.6)

Copy for

1. Home Office
2. Security Service or Commissioner of Police of the Metropolis
3. Governor of HM Prison
4. File
5. Spare

*Particulars of person detained*

1. Name	2. Address
3. Occupation	4. Sex
5. Date of Birth	6. Nationality

I certify that on \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_\_, I arrested the person particulars of whom are set out above pursuant to an Order made by the Secretary of State under the Defence (Public Security) Regulations, 19\_\_\_\_\_.  
A list of property seized is overleaf\*/will be forwarded. (To be sent only to the Governor of HM Prison unless of special interest.)

*Remarks*

Signed.....

Rank and No. ....

..... Constabulary

Countersigned.....

Chief Constable

\*Delete as necessary

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## POLICE WAR INSTRUCTIONS

(England and Wales)

### SECTION 8

#### SUMMARY OF POLICE ACTION

8.1 The alerting message signifying unobtrusive preparatory action, including a general review of the whole range of Police War Planning, will be the codeword LACUNE, but see also 8.12 below. The knowledge of these preparatory measures should initially be confined to the Chief Constable and to such of his subordinates as he considers necessary. Some of the measures will involve a greater number of officers within the force but it is emphasised that they should be unobtrusive in the sense that they do not involve the public or become public knowledge.

#### CODEWORD LACUNE

8.2 On receipt of the codeword LACUNE:-

- a. Regional Police Commanders (designate) will
  - i. pass the codeword, if requested to do so, to other Chief Constables in the region (PWI 1.5)
  - ii. arrange for the transmission, if requested to do so, of any subsequent codewords to Chief Constables (PWI 1.5)
  - iii. arrange for brief progress reports on the state of preparedness to be sent to them from each force in their regions for transmission to the Home Office.
- b. Chief Constables will:
  - iv. review the whole of their war plans, including especially those in the following sub-paragraphs
  - v. arrange for every officer of the force to be warned in the strictest confidence of the risk of sabotage and to be especially vigilant (PWI 7.2). This warning should not be issued in the context of war preparedness (see PWI 8.1 above)

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- vi. draw up lists of men for PSUs and earmark the necessary force transport. Prepare to form up PSUs (PWI 2.2)
- vii. review requisitioning requirements for premises, equipment and vehicles including any dormant hire contracts for PSU coach transport (PWI 2.6)
- viii. review requirements for emergency supplies of food, water and lighting equipment at subordinate headquarters and police stations (PWI 2.6)
- ix. review arrangements for increasing the protective factor of police buildings (PWI 2.6)
- x. review measures for strengthening their forces and put selected measures in hand (PWI 3)
- xi. ensure that assistance can be given in connection with enemy merchant shipping if necessary (PWI 5)
- xii. review plans for bringing the warning system to a state of readiness (PWI 6)
- xiii. review plans, in consultation where appropriate with GOC Army District and government departments, for the protection of key points (PWI 7.25 to 7.27, and see 8.4 and 8.5 below)
- xiv. review plans for the requisitioning of selected petroleum filling stations and prepare to put these plans into effect (PWI 4.6)
- xv. review plans for the control of traffic on essential service routes (PWI 2.5)
- xvi. review plans in consultation with GOC Army District, for assistance to the armed forces in mobilisation, if not already partially or fully ordered (PWI 4.2 and 4.3)
- xvii. review list of officers designated for liaison duties at sub-regional headquarters and at local authority wartime headquarters (PWI 2.1)
- xviii. consult as necessary with the Security Service on lists of potential detainees and proscribed organisations (PWI 7.4 to 7.6)
- xix. collect radiac instruments from Home Office stores when instructed by the stores to do so. This action may also be authorised by codeword UPCOTT. (PWI 2.4 and 6.4)

**CODEWORD UPCOTT**

8.3 On receipt of the codeword UPCOTT Chief Constables will prepare to bring the warning system to a state of readiness (PWI 6)

- i. ensure that manning arrangements for carrier control points at Divisional and Sub-Divisional stations are satisfactory (PWI 6.5(i))
- ii. ensure that siren controls are ready for use at siren points that would be manned; insert fuses; remove wedges; reconnect siren heaters where applicable (PWI 6.5(ii))
- iii. check arrangements for switching fire service sirens (PWI 6.5(iii))
- iv. review arrangements for manning of warning points (PWI 6.5(iv))
- v. have battery condition of carrier receivers checked (PWI 6.5(iv))
- vi. have carrier receivers switched on (PWI 6.5(iv))
- vii. review arrangements for distributing radiac survey meters to warning points (PWI 6.5(v))
- viii. review arrangements for distributing maroons and consider as necessary the supply of improvised warning devices such as gongs or whistles (PWI 6.5 (vi))
- ix. collect radiac instruments from Home Office stores when instructed by the stores to do so. This action may also be authorised by codeword LACUNE (PWI 2.4 and 6.4)
- x. collect maroons from Central Ammunition Depots (PWI 6.4)

**CODEWORD KNITTLE**

8.4 The receipt of codeword KNITTLE will authorise the protection of Type II Key Points (PWI 7.25 to 7.27)

**CODEWORD KNIVE**

8.5 The receipt of codeword KNIVE will authorise the protection of Type III Key Points (PWI 7.25 to 7.27)

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**CODEWORD URBANISE**

8.6 On receipt of codeword URBANISE Chief Constables will arrange for all necessary action to bring the warning system to full operational readiness (PWI 6.6)

- i. check manning of control points (PWI 6.6 (i))
- ii. check that siren controls are ready for use (PWI 6.6 (ii))
- iii. have fire service sirens switched (PWI 6.6 (iii))
- iv. have warning points manned (PWI 6.6 (iv))
- v. check that all carrier receivers are switched on (PWI 6.6 (v))
- vi. test carrier control point equipment (PWI 6.6 (v))
- vii. distribute survey meters to warning points (PWI 6.6 (vi))
- viii. distribute maroons to warning points. If maroons are not available instruct operators to use improvised devices (PWI 6.6 (vii))

**CODEWORD NUGI**

8.7 Codeword NUGI signifies that Defence Regulations are in force.

**CODEWORD MALLECHO**

8.8 On receipt of codeword MALLECHO:-

- i. Regional Police Commanders and their staffs should proceed to their wartime locations (PWI 2.1)
- ii. Chief Constables should dispatch their liaison officers to sub-regional headquarters and to county wartime headquarters (PWI 2.1)

**CODEWORD PRAKRIT**

8.9 Codeword PRAKRIT signifies that Regional and Sub-Regional Commissioners, Regional Police Commanders and County and District Controllers are being appointed and granted powers.

**CODEWORD PAINTURE**

8.10 On receipt of codeword PAINTURE designated petroleum filling stations should be requisitioned (PWI 4.6).

**CODEWORD LAMPADIST**

8.11 Codeword LAMPADIST will notify the government decision to put the police on a war footing. It is implicit that codeword NUGI will be issued before or at the same time. On receipt of LAMPADIST Chief Constables will:-

- i. fully implement all those plans which were reviewed or partially implemented under PWI 8.2 (b) provided that in the case of 8.2 (xii) codeword URBANISE in 8.2 (xiii) codewords KNITTLE and KNIVE, and in 8.2 (xiv) codeword PAINTURE, have been issued
- ii. implement any necessary action in conjunction with the Security Service (PWI 7.4 and 8.2 (xviii))
- iii. prevent officers from leaving the service (PWI 3.2)
- iv. enrol as constables cadets of 18 years of age and over (PWI 3.3)
- v. seek parental approval for cadets under the age of 18 to remain with their forces (PWI 3.3)
- vi. prepare to receive those ex-officers who respond to public appeals to rejoin the force (PWI 3.4 and 3.5)
- vii. augment ranks as necessary (PWI 3.8)

**CODEWORD MADWORT**

8.12 There is a possibility dependent upon the development of the crisis and upon Government reactions thereto, of an additional covert early review at senior level. On receipt of the codeword MADWORT Chief Constables will review the whole of their war plans in so far as they are able, down to and including the rank of Superintendent. Action similar to that under 8.2(i) and (ii) should be taken if requested to do so.

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8.13 It is reiterated (see PWI 1.3 and 1.4) that the government may authorise simultaneously or consecutively selected covert and overt measures. If necessary codewords signifying comprehensive overt measures such as LAMPADIST and URBANISE may be modified by instructions in clear. Additionally it is conceivable that the codeword MADWORT may be issued (see PWI 1.3 and 8.12)

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